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ABSTRACT

Through its educational programs, extension is increasingly concerned with helping people know better how to live as well as how to make a living. Extension works with local people on problems calling for community consideration and group decision. The need for this type of education is particularly pressing in rural areas; hopeful signs are visible, however, indicating efforts aimed at making communities more prosperous and livable. Community development ideas and plans have been put into effect. (Illustrations or charts are included on almost every page.) (Author/SC)

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# **moving forward**

**...community  
development**

Extension Service  
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# moving forward

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By Donald L. Nelson, Program Leader,  
Rural Development Information

Extension, through its educational programs, is increasingly concerned with helping people know better *how to live* as well as *how to make a living*.

One way Extension tries to help in this "how to live" aspect is to work with local people on problems calling for *community consideration* and *group decision*.

That is what this publication is about—how Extension is helping communities deal with "people problems."

The need for this type of education is particularly pressing in our rural areas. Rural America is tranquil, beautiful and offers many of the other things we Americans often think of as making up "the good life." But the nonmetropolitan areas of our Nation are also where . . .  
. . . more than half of the poverty is, though

fewer than one-third of the people live there

. . . almost two-thirds of the housing lacks complete plumbing, though water is abundant

. . . people are in greater need of improved health services than urban dwellers, though the air is fresh and pure.

Rural America, in fact, comes up short compared to the large cities in almost every measure of "quality of life."

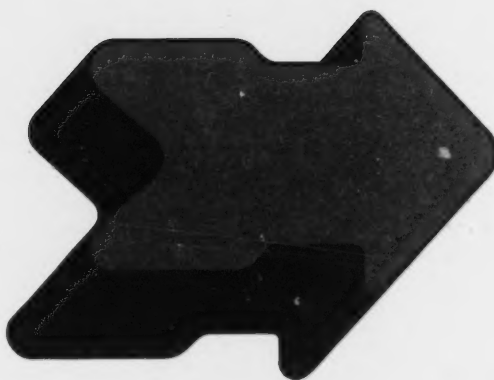
This publication attempts to put into perspective some of the things Extension workers are doing nationwide to help communities—urban and rural—make decisions about their future well-being. The accomplishments of Extension workers are cited here only to illustrate what is possible . . . what kind of help Extension can offer in the varied facets of community development.

Edwin L. Kirby

—Edwin L. Kirby  
Administrator

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**COMMUNITY DEVELOPMENT** is moving America ahead.

People like John Bohmer are seeing to that. This banker in the small town of Brooten, Minn., says: "You have to keep going for something. You stop and stand still and you're not standing still. You're going backwards."

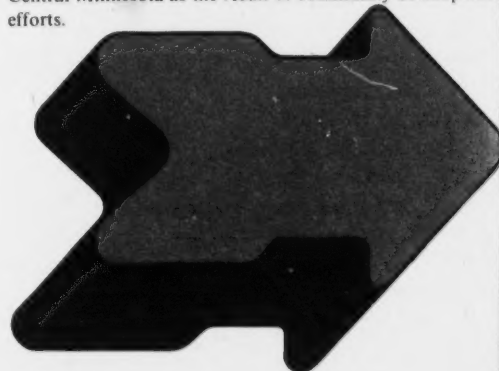
Bohmer says: "We're kind of rebuilding our town, that's what we're doing. We're rebuilding the spirit. People are happy about what's going on. You have people come up to you and say: 'Boy, things are really happening here in town'."

Brooten, in the heart of "Bonanza Valley," has had some "25 things happen in the past couple of

years," according to Bohmer, who is chairman of the area's rural development steering committee. Irrigation development has spurred the whole community into action. "Farmers have helped the town a lot and we've helped the farmers a lot," he says.

Cooperative Extension workers, like Lyle Ross, area Extension agent, resource development, are helping people like John Bohmer to move communities forward. Lyle and others are working long and hard to evaluate the irrigation potential of Bonanza Valley and carry out educational programs on agricultural development for the "Wesmin" area of Western Minnesota.

A young businessman and his wife discuss a new fertilizer business with banker John Bohmer, right, of Brooten, Minn. New business is springing up in the Bonanza Valley of West Central Minnesota as the result of community development efforts.



## A COOPERATIVE SPIRIT

New businesses, new homes, a new town sewer system, city planning, a new newspaper in town and a population increase from 612 to more than 700 are just a few of the things that have been accomplished in Cofield through hard work, optimism and a cooperative spirit. John Bohmer and others in Bonanza Valley have this spirit.

So does T.W. Jones, a merchant in Cofield, North Carolina. He says of Cofield: "We have got to work together—because nobody here has it made."

Cofield didn't interest many outsiders 10 years ago. The people were considered too poor (average family income \$700) to ever progress. The population was more than 90 percent black. Today outsiders stream in. They come to help and to learn how a poor rural community "with a willing mind" gets things done. Cofield has incorporated, installed a water system, initiated garbage pickup, purchased a recreation site, organized a 4-H club and more. Getting the water system really sparked the community.

James Wright, Hertford County Extension agent, helped the people of Cofield organize to attain their goals. Having tasted some success, "They now feel they can do almost anything," he says of Cofield citizens.

This cooperative spirit—this working together—is moving communities forward in this country. The Congress, the Department of Agriculture, the Cooperative Extension Service and many other groups of people—including local people like Mr. Bohmer and Mr. Jones—realize that smaller American com-

James Boone, Cofield, North Carolina's, first mayor, says cooperative attitude of people has made the community's progress possible. The local people say that Mayor Boone himself deserves much of the credit.



munities as well as cities need help to move ahead.

That is why Congress in 1970, for the first time, included a rural development section in the agricultural act, committing itself to a "sound balance between rural and urban America." A Rural Development Committee has been organized and is functioning in the Department of Agriculture. States and counties also have USDA-RD committees, many of them operating under Cooperative Extension chairmanship. Eighteen States have a rural affairs council or cabinet or similar group, usually formed by the governor, general assembly or other groups with statewide interest in community development.

All land-grant universities help voluntary groups and public policy-bodies carry out the community development process. This is a triple role:

- training professionals to serve as leaders,
- conducting research to discover knowledge, new products and methods to solve community problems,
- extending knowledge from the university to all people of the State.

The third function is Cooperative Extension job. This USDA-State-local partnership is an educational delivery system for the development of American communities.

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Table I.—Who serves on Rural Development Committees.

| MEMBERS OF STATE COMMITTEES                       | STATES REPRESENTED | NUMBER OF MEMBERS |
|---------------------------------------------------|--------------------|-------------------|
| USDA Agencies, including Extension . . . . .      | 51 *               | 424               |
| Other Federal Agencies . . . . .                  | 20                 | 66                |
| State Agencies . . . . .                          | 47                 | 244               |
| Other University Members . . . . .                | 30                 | 52                |
| Citizen groups, organizations, firms etc. . . . . | 14                 | 41                |
|                                                   | TOTAL              | 827               |
| SUB-STATE COMMITTEES                              | NO. STATES         | NO. COMMITTEES    |
| Area . . . . .                                    | 32                 | 235               |
| County . . . . .                                  | 35                 | 2,193 #           |

\* Including Puerto Rico.

# In 14 States, all counties in the State have RD committees.

Source: "Rural Development Information and Technical Assistance Delivered by the Department of Agriculture in Fiscal Year 1972," A Report to the Congress Pursuant to Title IX, Section 901 of the Agricultural Act of 1970.

## RURAL AREAS-SPECIAL PR

Driving through the American countryside, you can see productive farms, tall forests, small lakes and tumbling streams. Here are abundant minerals and fossil fuels. Here is precious open space—*elbow room* for recreation and play, for inspiration and self-renewal.

But we might notice something else. As we drive over the open highway, past farms and small towns. Not many young people live here any more. We see many elderly and middle-aged people. Many young people we do see may soon leave the country and small communities, bound for the big cities.

Yet, surveys show that most people want to live in the big cities—with their slums, transportation paralysis and crime.

Many in rural areas are unemployed or underemployed. They often have no access to health care, poor schools and housing. They lack job training opportunities. They leave.

This "forced migration" leaves rural areas as the most underdeveloped part of the developed country in the world.

State and local governments and local



## RURAL AREAS-SPECIAL PROBLEMS

Driving through the American countryside we see productive farms, tall forests, shimmering lakes and tumbling streams. Here lie our abundant minerals and fossil fuels. Here is our precious open space—*elbow room* for recreation and play, for inspiration and self-renewal.

But we might notice something else as we glide over the open highway, past farms and through small towns. Not many young parents with young children live here any more. We see more elderly and middle-aged people. Many of the young people we do see may soon leave the country and small communities, bound for cities.

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State and local governments and local leaders

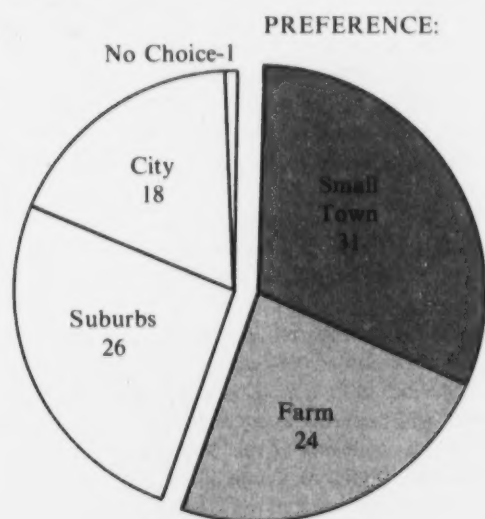
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**Figure 1—** Given a choice, 55 percent of the people in a national poll\* said they would prefer living in areas other than city and suburbs.



\* Gallup Poll, February 1970. In a comparable survey in 1966, 49 percent preferred areas other than city and suburbs.

are finding it harder to deal with vexing problems—at a time when the national trend is to shift more responsibility to local people. With this added responsibility and the growing complexities of community problems, over-burdened local leaders more than ever need to be well informed. Also, they need an involved and knowledgeable citizenry if rural America is to prosper and contribute to the nation's balanced growth.

## HOPEFUL SIGNS

Hopeful signs indicate that rural Americans *will* realize equal opportunities for better jobs and better living. Cooperative Extension workers are helping local people move forward—in leadership development, business and industrial development, health and welfare services, manpower training, recreation and tourism development, comprehensive planning, improving local government structures and in many other ways. All these efforts are aimed at helping make communities more prosperous and “livable.”

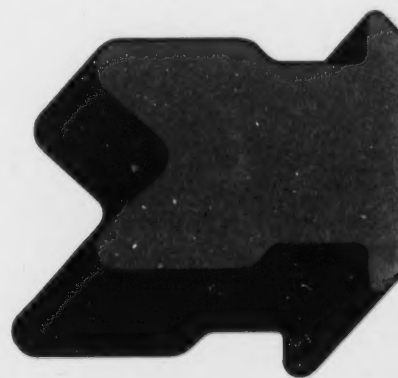
**RECREATION AND TOURISM.** People in the Batesville area of Arkansas are developing resources for recreation and tourism. A craft guild was organized, and a folk festival, which attracts thousands of people, was set up. Other recreation-tourism undertakings include a Dogwood Drive, the Arkansas Traveller Folk Theatre and the Ozark Folklore Workshop. Leo Rainey, long-time Extension area resource development agent, has played a key role in helping local people accomplish these things.

**MANPOWER EDUCATION AND TRAINING.** Lack of vocational training opportunities was a problem in the “Lincoln Hills” of Southern Indiana. Working through a human resource advisory committee of local citizens, an area Extension agent surveyed the local job situation, then set up vocational courses in local schools. More than 800 took part in such courses as welding, typing, and office practices. Some found jobs close to home in this four-county area. Others studied courses like interior dec-

orating and mathematics, discovered and fuller view of life.

A local factory manager says: “‘Wally’ (Hiram Wallace, the agent) and mittee wouldn’t be able to find instructors they found instructors.” Most were local people doubted that the schools would open doors for after-hours courses. But they did and are proud to have helped.

**COMMUNITY FACILITIES.** Recently, Pickett County, Tennessee, had no doctor and no medical facility for people living there. But it now has two a modern out-patient clinic. Local initiative and local financing got the \$90,000 facility operating. Leaders in the county and county seat of Byrdstown say that a training series sponsored by Extension provided the motivation and “know-how” needed to improve their community. Extension helped build a doctors’ clinic, a community center, and improve the “livability” of this small county and its only town, Byrdstown.



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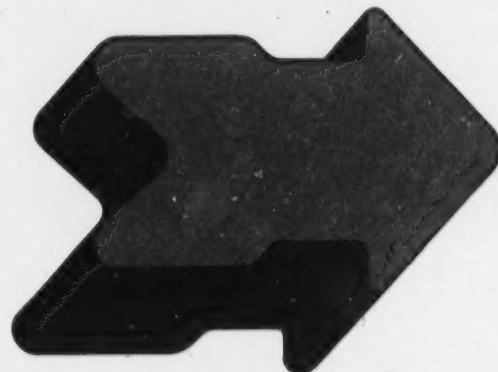
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**COMMUNITY FACILITIES.** Until recently, Pickett County, Tennessee, had no doctor and no medical facility for the 3,640 people living there. But it now has two doctors in a modern out-patient clinic. Local initiative and local financing got the \$90,000 facility built and operating. Leaders in the county and in the county seat of Byrdstown say that a leadership training series sponsored by Extension helped provide the motivation and “know-how” they needed to improve their community. Besides the doctors’ clinic, a community center will help improve the “livability” of this small county and its only town, Byrdstown.





Lyle Donaldson, right, County Extension agent, shows L.J. Strickland, State Extension Community Development leader, the health clinic nearing completion in Pickett County, Tennessee. These two conducted a leadership training series which helped the community get started on self-improvement projects.

**LEADERSHIP DEVELOPMENT.** In Greeley County, Kansas, Mrs. Frederick Kleymann, county home economics advisory chairman, and Mrs. Ocie Neuschwander, Extension home economist, taught community leaders to organize for action. Fourteen of them made a survey to find out what citizens would like to see improved in the community. They secured 550 completed questionnaires—not bad for the least populated county in Kansas (fewer than 1,900 people live there).

With the survey results in hand, a steering committee developed a plan of action and task forces were organized to work on priority problems.

Now the county's two population centers show pride in a county development group, a "Yard of the Month" club, a \$9,000 waterworks improvement, and progress in several other ways.

Mrs. Neuschwander received national awards from the National Association of Extension Home Economists and the USDA in recognition of her work.

**COMPREHENSIVE PLANNING.** In MIDNY, (for "mid-New York") local people have been dealing with problems of a rapidly-growing urban area around Syracuse, rather than with development problems of a rural, isolated or depressed area. Marty Anderson, Extension regional community development specialist, and others, have brought together people from different planning and development groups.

Has it worked? An urban program administrator said: "Yes—MIDNY is a most useful organ—to bring people together as well as to make us aware of problems. It's doing fine!"



Cooperation is the Extension key to successful community development projects. Here discussing progress in MIDNY (central New York State) are Marty Anderson, regional community resource development specialist, Syracuse, left; John Bottum, assistant administrator, Extension Service, USDA, center, and Jim Preston, project coordinator, Cornell University, Ithaca.

**BUSINESS, INDUSTRIAL AND MAN-POWER DEVELOPMENT.** The whirl of sewing machines has replaced the whirl of the motion picture projector in a little town in Georgia's Slash Pine area. When a sportswear manufacturer started operations on the sloping floors of Willacoochee's one and only movie house, Allen Bower, an Extension community development specialist, helped set up sewing training courses for potential operators. The plant, expanding rapidly, will employ 60 people in the old movie house. This will mean more jobs for the area and a chance for women to work near home.

Bower coordinates a pilot project called South Georgia Concerted Services in Training and Education. Georgia is one of 15 States that have such CSTE programs. CSTE attempts to improve the level of living in selected small towns and rural areas through manpower training and education. CSTE began in 1964 with creation of a 16-member task force representing several Federal departments and agencies. Extension Service, USDA, acts as organizer and liaison between the local coordinators and Federal agencies.

**COMMUNITY ORGANIZATION.** In Kentucky, the Appalachian Community Impact Project has helped the mountain people of Harburlly, Glowmawr and other mining camps to regain the feelings of self-respect and confidence that faded away when the thriving coal camps closed down. Bill Bridges is an Extension specialist in community resource development in the area. His philosophy is: "The program must be centered on action rather than on organization and meetings."

In the ACIP, Extension is trying to help groups improve their own community development process. Extension also helped to show that people can be effectively trained in community and resource development.





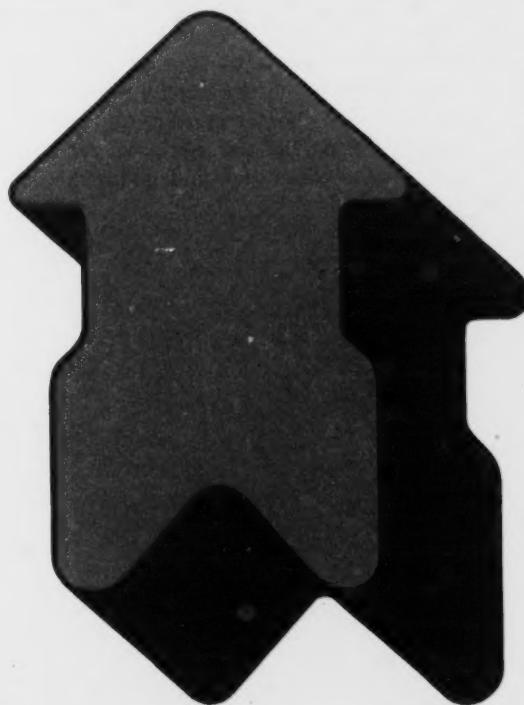
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In the ACIP, Extension is trying to help local groups improve their own communities. In the process, Extension also helped to find out if local people can be effectively trained to carry out community and resource development work.



#### IMPROVING LOCAL GOVERNMENT.

People in Columbia County, Oregon, were concerned about financing local governments. Don Walrod, chairman of the county Extension staff, started the ball rolling towards an educational conference on this topic. The consensus emerging from the conference closely paralleled legislation on local government financing enacted shortly afterwards by the Oregon legislature. The conferees did not claim any significant part in the legislative decisions, but the parallel ideas were undeniably there.

#### OVERALL COMMUNITY DEVELOPMENT.

The people of Southwest City, Missouri, are so pleased with the progress Don Thacker, Extension community development specialist, has helped them achieve since 1961 that they have named a street after him. In a speech at the recent Missouri Governor's conference on rural development, Southwest City Mayor Bob Nichols said:

"Any county that has the opportunity to avail itself and its towns of the services of a community development specialist should take



Southwest City, Missouri, named a street after Don Thacker, Extension community development specialist (in suit) Mayor Bob Nichols grips sign post.

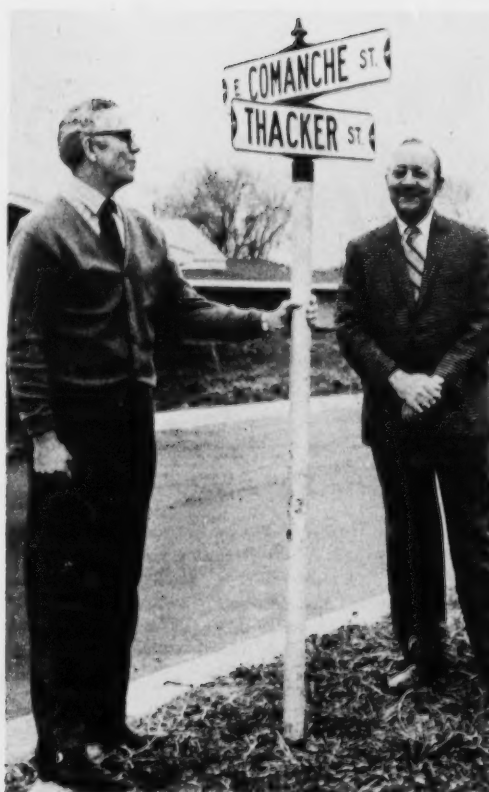
What's in a name? In community development work, names like "Lincoln Hills," "Bonanza Valley," "Mountaineers for Rural Progress" (West Virginia) identify with an area and pull together for

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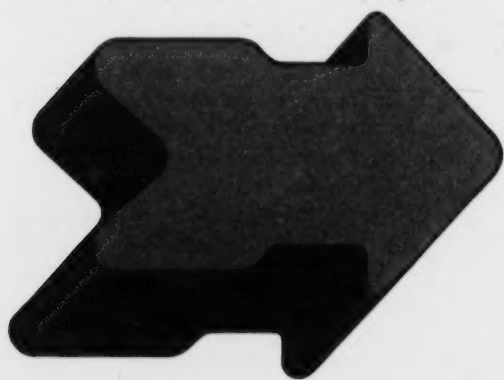


Southwest City, Missouri, named a street after Don Thacker, Extension community development specialist (in sport coat). Mayor Bob Nichols grips sign post.

What's in a name? In community development work, often a lot. Names like "Lincoln Hills," "Bonanza Valley" and "Mountaineers for Rural Progress" (West Virginia), help people identify with an area and pull together for progress.

advantage of it. Our city named a street after our specialist, and it is always a pleasant reminder, when we see the street markers with the name Thacker on them, of how our community was united to accomplish projects never before thought possible."

Among the city's accomplishments: A new sewer system, city well and water tower, two new industries employing 320 people, and store front modernization. The formation of a local housing authority in 1965 led to construction under a Housing and Urban Development program of 28 units for elderly and low income people.



## THE COMMUNITY DEVELOPMENT KALEIDOSCOPE

These are just a few of the many activities we see when we look into the kaleidoscope of community development. Some of the work goes on in small communities, involving a few people in small improvement projects. Other efforts are in cities like St. Louis, or cover multi-county areas, where large committees strive to accomplish big things. Still other community development work takes on a State or national scope.

Some projects have been in operation a long time. The Batesville area project in Arkansas dates back to 1957. The Parke County, Indiana, long-time planning committee got started back in 1954. Going back further yet, Tennessee's rural community improvement program began in 1910; a similar program started in Mississippi in 1930.

For more than 20 years, Texas communities have been improved by their own efforts. "Abundant living" is the goal of the Texas Community Improvement Program, with Extension Sociologist Reagan Brown as program leader. Eleven utility companies co-sponsor the program with Extension; more than 1,000 communities take part.

## NEW IDEAS

Some projects are relatively new. These include:

**REGIONAL CENTERS FOR RURAL DEVELOPMENT.** To emphasize rural development research, the State Agricultural Experiment Stations in three regions are

supporting regional centers. These (North Central region), Oregon (V New York (Northeast): Tuskegee, Alabama also has a rural development center. Georgia also has a rural center, designed to focus the whole university and Extension resource development.

## TRAINING PROGRAMS.

leaders usually view their State as objective and neutral. They look for education and information about controversial issues as well as other development needs.

Universities are responding to the challenge. They are building a knowledge base for communities develop. Missouri and other universities, for instance, grant degrees in community development. Community development workers have access to intensive short courses at such universities as Oklahoma State, Ohio State, Missouri, Colorado State, and Minnesota.

Some universities also have community development task forces. The University of Wisconsin, for example, has an interdepartmental community housing group. Members come from eight different departments. They are organized to help insure a multi-disciplinary approach and coordination among the various matter areas.

The group has issued publications for people with housing problems like slums and codes. It is also coordinating degree educational programs in community housing.

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## THE COMMUNITY DEVELOPMENT KALEIDOSCOPE

These are just a few of the many activities we see when we look into the kaleidoscope of community development. Some of the work goes on in small communities, involving a few people in small improvement projects. Other efforts are in cities like St. Louis, or cover multi-county areas, where large committees strive to accomplish big things. Still other community development work takes on a State or national scope.

Some projects have been in operation a long time. The Batesville area project in Arkansas dates back to 1957. The Parke County, Indiana, long-time planning committee got started back in 1954. Going back further yet, Tennessee's rural community improvement program began in 1910; a similar program started in Mississippi in 1930.

For more than 20 years, Texas communities have been improved by their own efforts. "Abundant living" is the goal of the Texas Community Improvement Program, with Extension Sociologist Reagan Brown as program leader. Eleven utility companies co-sponsor the program with Extension; more than 1,000 communities take part.

## NEW IDEAS

Some projects are relatively new. These include:

**REGIONAL CENTERS FOR RURAL DEVELOPMENT.** To emphasize rural development research, the State Agricultural Experiment Stations in three regions are

supporting regional centers. These are in Iowa (North Central region), Oregon (Western) and New York (Northeast). Tuskegee Institute in Alabama also has a rural development research center. Georgia also has a rural development center, designed to focus the whole range of university and Extension resources on rural development.

**TRAINING PROGRAMS.** Community leaders usually view their State universities as objective and neutral. They look to them for education and information about highly controversial issues as well as other community development needs.

Universities are responding to these demands. They are building a knowledge base to help local communities develop. Missouri and Purdue universities, for instance, grant degrees in community development. Community development workers have access to intensive short courses at such universities as Oklahoma State, Oregon State, Ohio State, Missouri, Colorado State and Minnesota.

Some universities also have community development task forces. The University of Wisconsin, for example, has an informal community housing group. Members come from eight different departments. The group was organized to help insure a multidisciplinary approach and coordination among subject matter areas.

The group has issued publications to help local people with housing problems like zoning and codes. It is also coordinating degree and non-degree educational programs pertaining to housing.



**OPERATION HITCHHIKE.** Under the Hitchhike approach, a unit of the Department of Labor contracts with State Extension Services or other institutions to bring more manpower services to rural people. Extension cooperates with Labor in 14 Hitchhike areas.

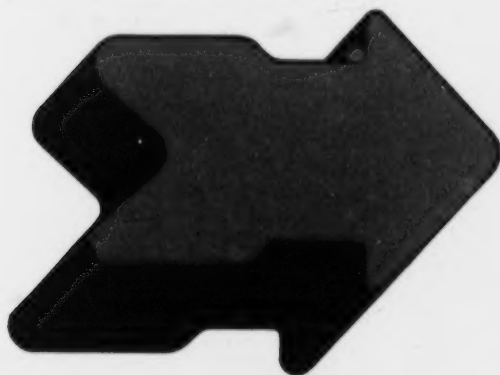
**COMPREHENSIVE PLANNING.** The American Institute of Planning and USDA co-sponsored meetings in Virginia and Missouri on the use of USDA information in planning, and how to involve citizens in the planning process. AIP and Extension sponsored a national workshop, "Teamwork for Nonmetropolitan Planning."

**INDUSTRIAL DEVELOPMENT.** A film, "What Do You Want?", has been prepared in New Mexico with Extension assistance. It explores reasons and opportunities for rural economic development. The film is being distributed nationally.

**YOUTH IN COMMUNITY DEVELOPMENT.** USDA is seeking a greater place for youth in community development. With USDA cooperation, the Future Farmers of America are developing a program called "Build Our American Communities." In Virginia, Extension has conducted a pilot program in "4-H Youth and Community Resource Development." Other States are taking steps to involve youth more in Extension community development programs.

Youth is involved in community development. So are older Americans. These Project Green Thumb volunteers are touching up paint at a rest stop along a scenic trail in Minnesota. The trail is a result of cross-county community development efforts.

**PRIDE.** All over Kansas, the word "pride" is taking on a new meaning. PRIDE (Programming Resources with Initiative for Development Effectiveness) is a statewide contest with awards for community development progress.



## NEW BREED-FAMILIAR FACES

Whether projects are old or new, small or large, Extension people are involved. They're helping men and women in communities across the country to shape a better future.

These Extension workers in community development are a "new breed with a familiar face." They're county agents, like H.L. Eubanks, Sr., St. Clair County, Alabama, Extension chairman. They're area agents like Louie Hansen, Extension resource development agent in 10 Northwest Iowa counties. They're State specialists, like Don Erickson, leader of Extension community resource development in Kansas and Keith Moyer, Extension specialist in community housing at the University of Wisconsin.

The shaded portions of the map on the next page show areas or counties served by more than 300 full-time Extension community development workers and cooperators. Included are specialists serving 23 Resource Conservation and Development projects, 15 CSTE programs and 14 Operation Hitchhike programs. Some areas are served by more than one of these types of workers.

## DEVELOPMENT DIRECTIONS

Area agents in one study perceived their jobs as: providing education and service; educating county staffs and assisting county development committees; serving as coordinator, stimulator, consultant and catalyst; and assisting citizens during and after organization of action programs.

The study showed that the area agents resulted in more jobs, incomes and services, increased understanding among people.

Agents in the same study were involved in the following kinds of projects or activities with governments or citizen groups: planning, industry, tourism and recreation services, age and water systems, housing, adult education (job training, vocational education), resources, health, pollution, situation and transportation.

Table 2 shows the subjects receiving attention in Extension community development programs nationwide.

## COMMUNITY DEVELOPMENT MOVING FORWARD

More than 600 Extension professional members devote half or more of their time to community development. Most other Extension workers do some of this kind of work. Twenty percent of total Extension staff time now goes into community development. The proportion of Extension resources devoted to working with local leaders on problems needing community consideration and group decisions is increasing.

R.P. Davison, director of the Vermont Cooperative Extension Service, says "The area community development specialists bring people together who perhaps never before were sitting down together and talking development. They solve local problems for the good of the community concerned."

Extension is building community development bridges between people who do not normally have the chance to meet.

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Table 2 shows the subjects receiving most attention in Extension community development programs nationwide.

## **COMMUNITY DEVELOPMENT- MOVING FORWARD**

More than 600 Extension professional staff members devote half or more of their time to community development. Most other Extension workers do some of this kind of work. About 8 percent of total Extension staff time now goes into community development. The proportion of Extension resources devoted to working with local leaders on problems needing community consideration and group decisions is increasing.

R.P. Davison, director of the Vermont Cooperative Extension Service, says "The area community development specialists bring people together who perhaps never before were able to sit down together and talk development and solve local problems for the good of the area concerned."

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**FIGURE 2. AREAS, COUNTIES SERVED BY EXTENSION COMMUNITY DEVELOPMENT WORKERS, COOPERATORS**

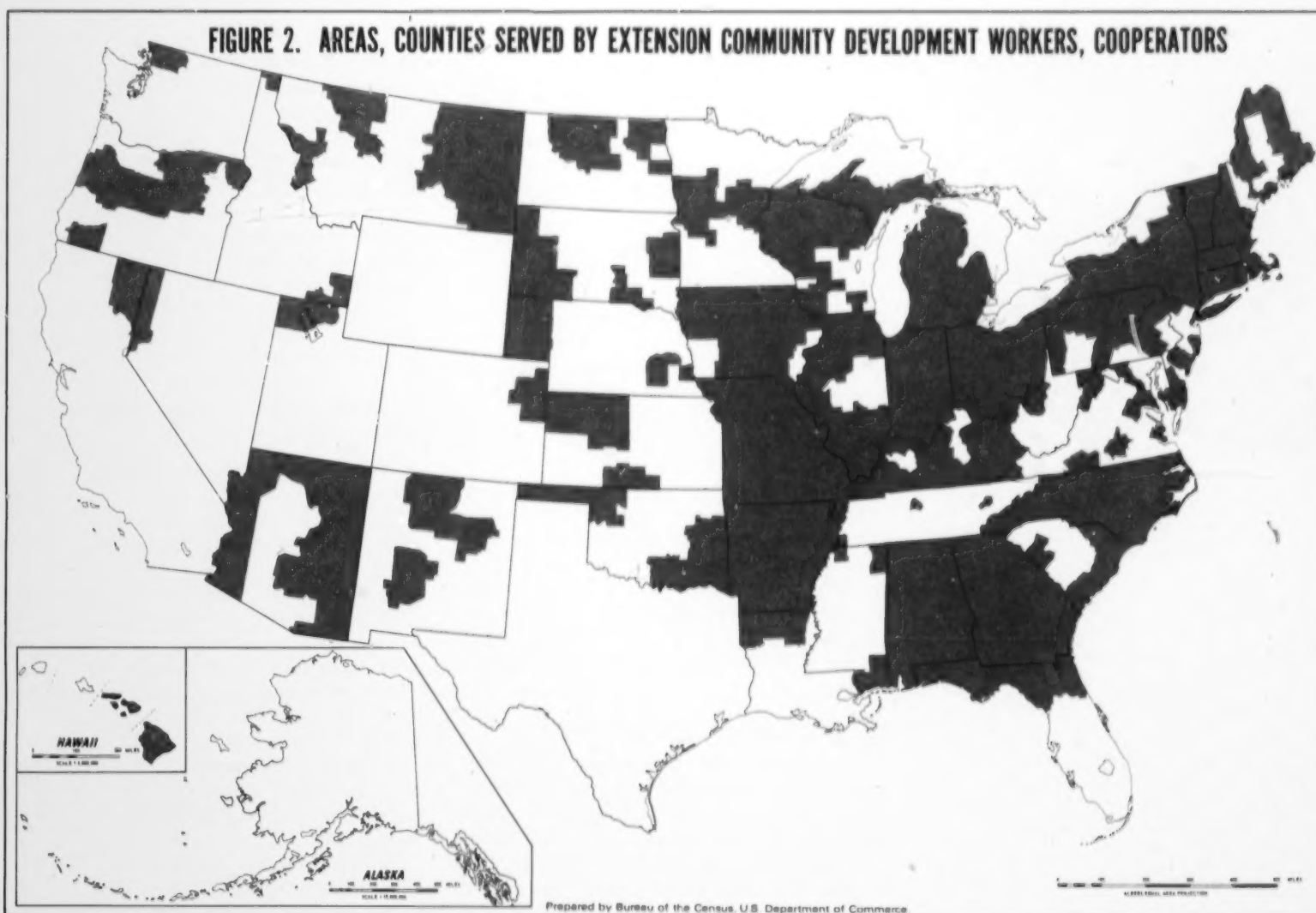


Table II.—Community Development Information and Technical Assistance Delivered  
by Extension, Fiscal Year 1972

| Program Emphasis                            | Different Coun-<br>ties Assisted | Different Projects<br>Assisted | Man-Years<br>Expended |
|---------------------------------------------|----------------------------------|--------------------------------|-----------------------|
| Leadership and overall                      |                                  |                                |                       |
| community development .....                 | 2,532                            | 8,407                          | 363                   |
| Comprehensive planning .....                | 1,697                            | 3,301                          | 130                   |
| Water, sewer and solid waste disposal ..... | 1,776                            | 5,481                          | 96                    |
| Recreation and tourism .....                | 1,834                            | 3,419                          | 104                   |
| Environmental protection .....              | 2,029                            | 3,926                          | 138                   |
| Health and Welfare .....                    | 1,494                            | 3,287                          | 184                   |
| Housing .....                               | 1,607                            | 2,643                          | 133                   |
| Business and industrial development .....   | 1,262                            | 1,796                          | 62                    |
| Manpower development—                       |                                  |                                |                       |
| job training and education .....            | 944                              | 1,228                          | 38                    |
| Taxation and local government .....         | 1,472                            | 1,491                          | 43                    |
| Other community development efforts ...     | 1,807                            | 6,044                          | 130                   |
| TOTAL .....                                 | ...                              | 41,023                         | 1,421                 |



Cooperative Extension Work: United States Department of Agriculture and State Land-Grant Universities Cooperating.  
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